

TWC/2018/0013

Plot 5A and 5C, Telford 54 Business Park, Nedge Hill, Telford, Shropshire
Erection of 2no. industrial buildings (Use class B1(c), B2 & B8) with associated parking, access and landscaping

APPLICANT

Telford & Wrekin Council

RECEIVED

02/01/2018

PARISH

Hollinswood and Randlay

WARD

The Nedge

OFFICER Steven Drury

1.0 PROPOSAL

- 1.1 This application seeks full planning permission for the erection of two industrial units with associated parking, access and landscaping at Plot 5, T54, Telford.
- 1.2 The proposed buildings will measure 1,635 sq metres (Unit 5A) and 2,885 sq metres (Unit 5C) and will be for uses within the B1(b) (Research and Development), B1(c) (Light Industrial), B2 (General Industrial) and B8 (Storage and Distribution) use classes.
- 1.3 The application is supported by the following documents: -
- Flood Risk Assessment
 - Tree Survey
 - Transport Assessment
 - Design and Access Statement
 - Ground Investigation Report

2.0 SITE AND SURROUNDINGS

- 2.1 The site is located on the eastern fringe of the Telford urban area, on land to the east of the A442 Queensway and to the south of the A464. The site is currently agricultural pasture land but has received full planning permission for the erection of a commercial development across a wider site extending to the south and east. The application concerns Plot 5 (separated into Plots 5A and 5C) of the wider site known as T54, an allocated employment site in the Telford & Wrekin Local Plan.
- 2.2 The site currently comprises agricultural pasture land at the south end of the T54 site. It is well screened from the west by a dense belt of woodland extending alongside the A442 and railway line. A large area of woodland is also located to the east of the site and the south of the site is contained by a mature hedgerow. The site is therefore well screened from the surrounding area.
- 2.3 The site is accessed by road via an existing road link known as Naird Lane, which is accessed off Naird Roundabout from the A464.

- 2.4 The nearest residential properties are located approximately 330 metres to the west along Stirchley Avenue in Randlay and The Nedge Farm, located approximately 285 metres to the south.

3.0 RELEVANT PLANNING HISTORY

- 3.1 Various outline applications relating to the wider T54 site.
- 3.2 TWC/2015/0864 - Erection of an industrial building (Use class B1, B2 & B8) with associated parking, access and landscaping (Plot 5) – Granted 4th August 2016

4.0 PLANNING POLICY CONTEXT

- 4.1 National Guidance:
National Planning Policy Framework
Planning Practice Guidance
- 4.2 Telford & Wrekin Local Plan (Publication Version)
SP1: Telford
SP4: Presumption in favour of Sustainable Development
EC1: Strategic Employment Sites
BE1: Design Criteria
NE1: Biodiversity and geodiversity
NE2: Trees, Hedgerows and Woodlands
C3: Impact of development on highways

5.0 SUMMARY OF CONSULTATION RESPONSES

5.1 Local Member & Town/Parish Council Responses:

- 5.1.1 Hollinswood & Randlay Parish Council: No objection
Whilst Members had no objections to the proposed development, they request to see the landscaping proposals prior to determination of the application please.

5.2 Standard consultation responses

- 5.2.1 TWC Drainage: Support subject to conditions
Requests a full microdrainage model is submitted. Sufficient SuDS treatment or an oil bypass separator will also need to be provided; permeable paving of the car parking spaces would provide surface water runoff treatment. Requests conditions requiring details prior to commencement.
- 5.2.2 TWC Highways: Support subject to conditions
Make various technical comments on the layout of the proposed development. Confirms that the development meets the need to provide financial contributions towards strategic highways improvements:
5A – 1635sqm - £14,402.54
5C – 2885sqm - £25,413.65

- 5.2.3 TWC Environmental Health (Pollution Control):
No comments received at the time of writing. Any comments received will be reported as an update prior to the committee meeting.
- 5.2.4 TWC Ecology: Support subject to conditions
Raise no objection subject to conditions requiring the submission of an Ecological Mitigation Strategy and Method Statement, an external lighting plan, a pre-commencement badger inspection and a detailed landscaping plan.
- 5.2.5 TWC Arboricultural: Comment
Initially objected as no tree protection information has been submitted with the application. Following submission of a Tree Protection Plan, raised concerns that Tree 3 (the highest Category Tree) was not being appropriately looked after. Also highlights the importance of the appropriate protection and treatment of Trees 1 and 2 along the southern boundary. Following receipt of amended plans, requests that appropriate tree protection measures are provided and no levels altered or services provided within the protected root areas.
- 5.2.6 West Mercia Police: Comment
Requests that opportunities to design out crime are incorporated into the scheme.
- 5.2.7 Shropshire Fire Service: Comment
Requests that early consideration is given to the e information contained within Shropshire Fire and Rescue Service's "Fire Safety Guidance for Commercial and Domestic Planning Applications
- 5.2.8 Highways England: Comment
Recommend that conditions should be attached to any planning permission that may be granted requesting a traffic management plan and travel plan are submitted for consideration.

5.3 Neighbour consultation responses

None received

6.0 PLANNING CONSIDERATIONS

- 6.1 Having regard to the development plan policy and other material considerations including comments received during the consultation process, the planning application raises the following main issues:
- Principle of Development
 - Design
 - Access and Highways
 - Flood Risk and Drainage
 - Trees and Ecology
 - Noise and Amenity
 - S106 Contribution

6.2 Principle of Development

- 6.2.1 The principle of the use of the site for employment development has already been established through the granting of TWC/2015/0864 as part of the wider T54 development. Although an end user had not been identified at the time of those applications, the principle of B1, B2 and B8 use classes on the site was considered acceptable.
- 6.2.2 The site has been earmarked for industrial development by its allocation in the Wrekin Local Plan since at least 2000. Boosting economic growth is one of the keystones of the NPPF and at a local level the Council's Development Plan seeks to encourage and promote new business within Telford to boost the Borough's economy and provide jobs for its growing population. The Telford & Wrekin Local Plan (TWLP) has identified the site and wider T54 site as an Allocated Employment Site for which Policy EC1 Strategic Employment Area supports employment uses to meet the needs of the employment sector within the borough. The TWLP has recently been adopted and is now the local development plan.

6.3 Layout and Design

- 6.3.1 The proposed development will provide two portal framed buildings. Plot 5A will be located to the west of the access road and immediately to the south of a recently constructed electrical substation. Plot 5C is located to the east of the access road at the southern tip of the T54 site. Both plots will be accessed from the existing Naird Lane highway which will be extended to the south.
- 6.3.2 The building in Plot 5A will be set back behind a grass verge with parking to the front and a service yard to the south side. It will be served by two vehicular accesses, one smaller access to the north and a larger bellmouth to the south serving the main yard. It will rise to a height of 8 metres at eaves level and 10 metres at ridge level and will be clad in composite panels in a mixture of dark and light grey horizontal bands, with the panels around the entrance in the front right hand corner provided in a different colour to distinguish the main entrance. The building will predominantly consist of an open commercial/storage space with a small office and toilets in the front corner. It will cover a floor area of 1,635 sq metres.
- 6.3.3 The building in Plot 5C will be larger, covering a floor area of 2,885 sq metres. It will be clad in the same composite cladding, colours and horizontal bands with main entrance provided at the left hand side of the front elevation. It will rise to a height of 8.3m at eaves level and 10.5 metres at the ridge. The building will sit at the front of the plot set behind a 3.5 metre grass verge. Parking spaces have been provided in front of the unit and a service yard will be concealed to the south. The building cannot be positioned any further back into the plot due to the requirement to maintain a protection zone for existing trees along the eastern boundary.
- 6.3.4 Both buildings will, as a result of their height, be fairly prominent within the south end of the T54 development, however, the proposed designs are in keeping with other buildings within the development and are appropriate for a commercial site. The site is well screened from surrounding vantage points by

a mixture of woodland, trees, hedgerows and undulating topography and as such, will not have any significant impact upon the character or appearance of the surrounding area or countryside to the south or east. In this respect, the proposal is considered to meet the requirements of Policy BE1 of the T&WLP.

- 6.3.5 Whilst a general landscaping plan has been submitted with the application, a more detailed hard and soft landscaping plan will need to be submitted and can be requested as a condition of any planning approval.

6.4 Highways Issues

6.4.1 Principle: The proposed development is the latest part of the wider T54 development on the eastern fringe of the Telford Urban Area. The impact of the development on the highways network has previously been a consideration for the Council and Highways England alongside future planned development across the borough, with improvements to the highways network planned accordingly. The Council has recently completed a Transport Growth Strategy that sets out the transport infrastructure and investment that is required to accommodate future housing, business and population growth within Telford & Wrekin. The Council recognises that the quantum of development proposed for the Borough will necessitate improvements to the local highway network. The A446/A4640 corridor has been identified as one area of constraint (as confirmed by applicant's Transport Assessment) and requires improvements. The Council has bid for LEP/SEP funding but this requires contributions from development. The requirement for a highway funding strategy is recognised in the Local Plan. Based on the proposed floor area and mix of uses, the contribution for these plots would be £39,816.19 to be secured through a S106 legal agreement. The contributions would be directed towards identified schemes in the LEP/SEP such as Randlay Interchange, Naird Roundabout and M54 J4.

6.4.2 Highways England have confirmed that following completion of the M54 Junction 4, Telford Eastern Gateway Scheme in 2017 they raise no objection, particularly noting that the proposal is for a smaller overall footprint building(s) than was approved in the outline consent (TWC/2015/864). They do, however, request conditions requiring the submission of a traffic management plan prior to commencement and a travel plan prior to occupation.

6.4.3 General Layout and Access: The application follows pre-application discussions with the Highways team. The proposal will require the extension of the existing highway and the provision of a new turning head. At the moment the estate road is private although it is intended to be adopted by the Council and on this basis, officers are satisfied that precise details of the highway extension can be submitted as a condition of any planning approval.

6.4.4 Both plots provide sufficient room for access, parking, cycle parking, deliveries and servicing yards within the site layout although it is noted that the layout on plan that both sites fall slightly short (2 spaces each) of parking standards set out in Appendix F of the T&WLP. Whilst this would not normally be acceptable, it is clear that both plots have sufficient internal site space for

more parking if required. Both sites meet the HGV parking standards as well having sufficient manoeuvring space in the yards.

- 6.4.5 As a result, officers are satisfied that the proposed development has been designed and laid out satisfactorily and will not have a detrimental impact upon vehicular or highway safety.

6.5 Flood Risk and Drainage

- 6.5.1 A Flood Risk Assessment (FRA) has been submitted with the application prepared by Thomas Consulting Ltd. The site is located within Flood Zone 1 and is not therefore at high risk of flooding and is suitable for the uses proposed. The FRA identifies a very low risk of flooding from surface water.

- 6.5.2 There are no watercourses within the vicinity of the site but public sewers are located within Naird Lane. In terms of SUDS usage, the FRA concludes that soil types and water table levels will not support the effective use of infiltration devices. It is proposed that surface water is attenuated through the use of attenuation tanks prior to discharge into the existing surface water sewer network.

- 6.5.3 It is considered that the proposed development, with the inclusion of the drainage system and restricted outflow, will not increase the risk of surface water flooding in the wider catchment. The proposal has been assessed by the Council's Drainage Officer who raises no objection in principle subject to conditions requesting further detailed surface water drainage designs.

6.6 Trees and Ecology Issues

- 6.6.1 Trees: A Tree Survey and Constraints Plan carried out by Marlow Consulting Ltd has been submitted with the application which identifies that the majority of trees surrounding the site are in good condition and four trees located within the boundary at Plot 5C have been identified as having high or moderate value. Whilst the supporting information indicates that no significant tree clearance is required to accommodate the development, the Council's Tree Officer has raised concern that the some encroachment into root protection areas will take place in Plot 5C from both the building footprint and external yard areas.

- 6.6.2 In response, the applicant has confirmed that there is a requirement to utilise as much of the external yard area as possible due to the identified tenant's operational requirements, however, as a compromise, an amended plan has been submitted which has removed a vehicle wash-down area and hardstanding from within the root protection area of Tree 3 (the highest category tree on site) as a means of protecting that tree. Larger grass verges have also been provided along the west and south boundaries in order to provide greater protection for trees and hedgerows along those boundaries. Whilst the yard area as shown will still encroach into the tree protection areas along the west and south boundaries, the trees in those areas are of a lower amenity value and officers therefore consider it appropriate to support this aspect of the development, subject to conditions requiring appropriate construction and protection measures to be incorporated into the surface

design. The Council's Trees Officer has confirmed broad agreement with this approach but also requests that a planning condition prevents services being provided and levels being altered within the root protection zones.

6.6.3 **Ecology:** Planning permission for the development of these plots was previously granted in 2016, based on layouts developed by TWC. Both plots are subject to a great crested newt (GCN) mitigation licence held by Telford and Wrekin Council (TWC), which is currently being implemented. This licence permits the trapping of great crested newts (GCN) from the plots and their exclusion for the construction period; and the delivery of post-construction compensatory habitat creation in accordance with the site layouts that were previously submitted by TWC. The Ecologist named on the licence is satisfied that the reasonable avoidance measures specified are sufficient and this view has been confirmed by Shropshire Wildlife Trust.

6.6.4 The submitted supporting Ecological reports identify that the site has some potential for reptiles to be present and that precautionary methods of working should be employed to ensure the protection of widespread reptiles. Surveys undertaken in February 2018 by Shropshire Wildlife Surveys confirm that no evidence of any Badger setts was observed within 25m of the site boundaries and that no evidence of badger activity crossing the site was observed, however, pre-commencement surveys will still need to be carried out and a condition will be added to any approval to this effect. Although supporting surveys found low potential for roosting bats on site, a condition requiring external lighting details will need to be requested.

6.6.5 On the basis of the above comments, the Council Planning Ecologist has viewed the application and raises no objection subject to the addition of conditions and informatives. The proposal is therefore considered to comply with Policies NE1 and NE2 of the Telford & Wrekin Local Plan.

6.7 Noise and Amenity

6.7.1 As the applicants are seeking permission for an open consent comprising B1, B2 and B8 uses, it is not possible to apply any user-specific restrictions or to consider the likely impacts a particular use may have upon the surrounding area. Nevertheless, the site is located in a fairly isolated position away from sensitive receptors and well screened by existing trees, woodland and topography. The A442 and railway line also provide a buffer to the west. As such, it is considered that the site is an appropriate location for commercial or industrial uses which could take place within the B1/B2/B8 use classes and such, the proposed development is considered acceptable in principle. Furthermore, outline permission for the same uses has already been granted on the same site and the site is part of the wider allocated T54 employment site.

6.7.2 In terms of restrictions on operations and deliveries to the site, officers are mindful that other uses on the T54 site do not have restrictions imposed and the applicant would not wish to see these imposed here. Again, having regard to the distances to the nearest receptors, officers do not consider such

restrictions could be justified and are not seeking to impose them as part of the permission.

6.8 S106 Contribution

6.8.1 As stated above the Council has recently completed a Transport Growth Strategy that sets out the transport infrastructure and investment that is required to accommodate future housing, business and population growth within Telford & Wrekin. This recognises that the quantum of development proposed for the Borough will necessitate improvements to the local highway network and that contributions from development will be required. The requirement for a highway funding strategy is recognised in the Telford & Wrekin Local Plan.

6.8.2 The contributions requested have been based on the traffic generated to the highway network based on the scale of the particular proposal. This application is for a gross internal floor area of 4,520 square metres which would result in a financial contribution of £39,816.19. This would be directed towards identified schemes in the LEP/SEP such as Randlay Interchange, Naird Roundabout and M54 J4.

6.8.3 In identifying the required planning obligations on this application the following three tests as set out in the CIL Regulations (April 2010), in particular Regulation 122, have been applied (in addition to saved Wrekin Local Plan Policy T22) to ensure that the application is treated on its own merits and that the obligation is:

- necessary to make the development acceptable in planning terms;
- directly related to the development; and
- fairly and reasonably related in scale and kind to the development.

6.8.4 In addition, account has to be taken of the changes to the CIL Regulations in April 2015 that now restrict the “pooling” of financial contributions to no more than five contributions to a single type of infrastructure. The Council’s Highways Officers have confirmed that although some contributions have been secured for the Randlay Interchange, Naird Roundabout and M54 J4 improvement works, five contributions have not yet been pooled.

6.8.5 It is considered that the requested contribution would meet the above tests and that as such the applicant should enter into an agreement to provide the financial contribution on the commencement of the development

7.0 CONCLUSIONS

7.1 In conclusion, the erection of two new commercial/industrial units on an allocated employment site is an acceptable form of sustainable development and is in accordance with the NPPF and the development plan. Subject to appropriate mitigation there would be no net loss of ecology and the proposal would not have a detrimental impact on any protected species. The design and layout of the development is considered to be acceptable, can be accommodated by the highway network, can be drained satisfactorily, will not result in significant harm to amenities of nearby residents or land users and

will respect the character and appearance of the surrounding area. A financial contribution to help bring forward the identified necessary improvements to the local highway network is also proposed as part of the development.

7.2 Accordingly, officers are satisfied that the proposal meets the requirements of the relevant policies within the local development plan and the NPPF and is recommended for approval.

8.0 RECOMMENDATION

8.1 Based on the conclusions above, the recommendation to the Planning Committee on this application is to **GRANT PLANNING PERMISSION** subject to the following:

A.) The applicant/landowners entering into a Section 106 agreement with the Local Planning Authority relating to:

(i) A financial contribution of £39,816.19 towards improvements to the local highway network in the vicinity of the application site, and with indexation calculated from the date of this committee.

B.) The following conditions and informatives (with authority to finalise conditions and reasons for approval to be delegated to Development Management Service Delivery Manager):

Conditions

1. A04 Time limit
2. B010 Details of materials
3. B034 Highways details
4. B049 Highways details 2
5. B049 Highways details 3
6. B045 Travel Plan
7. B049 Construction Traffic Management Plan
8. B061 Foul and Surface Water
9. B121 Landscaping design
10. B141 Mitigation Strategy and Method Statement
11. B145 Lighting Strategy
12. B149 Pre-commencement Inspection
13. B150 SEMP
14. C074 Tree Protection Measures
15. C38 Approved plans

Informatives

- I06 S106
I35 Ecology - Badgers
I35 Ecology - GCN
I40 Conditions
I41 Reason for Grant
RANPPF1 Approval - National Planning Policy Framework.